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ABSTRACT

The 1979 Displaced Homemakers Conference focused on developing awareness of services available from various Illinois agencies to displaced homemakers, generating the spirit and means for cooperative relationships among agencies serving them, and offering prototypes of how women's centers are attempting to coordinate the various services of state and community agencies. Proceedings include texts of three general session speeches: "Strategies for Generating Interagency Cooperation," by Jan McReynolds, "Displaced Homemaker Programs: A National Perspective," by Eliza Carney, and "Future Directions of Displaced Homemaker Programs," by Margaret Cowden. Speeches given in group sessions are by the (1) Chief, Bureau of Title XX Administration, Illinois Department of Public Aid; (2) Supervisor, Field Services, Children and Family Services; (3) Program Coordinator, Consumer and Homemaker Education Program; (4) Chief, Division of Planning and Methods, State Health Planning and Development Agency; (5) Manager, Adult Education Programs, Department of Adult, Vocational and Technical Education, Illinois Office of Education; (6) Comprehensive Employment and Training Act (CETA) Interagency Coordinator, Bureau of Social Services; (7) Manager, Job Service Programs, Department of Labor, Job Service. A panel on displaced homemaker center activities is also provided. Appended is a report of the National Advisory Council on Women's Educational Programs, "Profile of the Displaced Homemaker and Her Education Needs." (YLB)

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Proceedings of the Displaced Homemakers Conference

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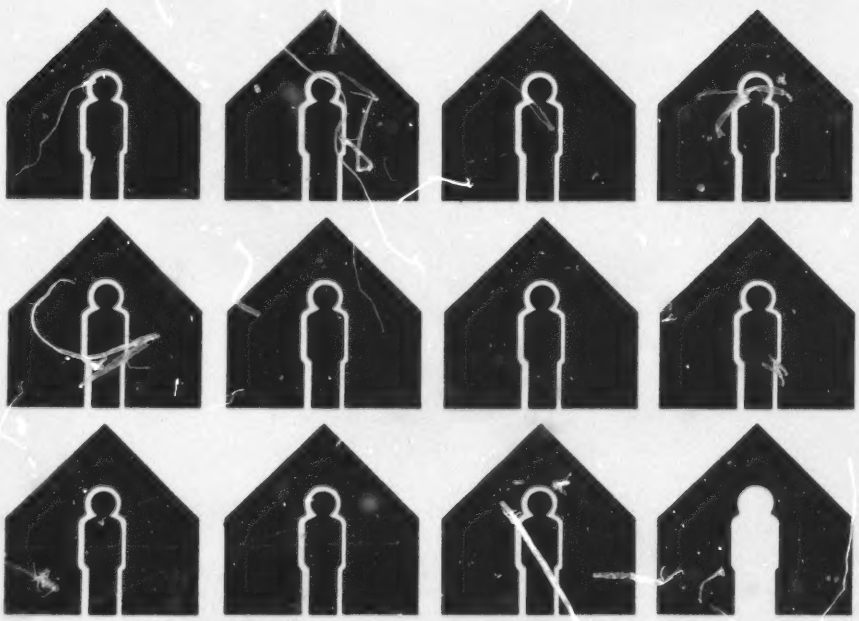

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Department of Adult, Vocational and Technical Education
Springfield, Illinois
June 19, 1979

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The Governor's Office of Manpower and Human Development
and
The Illinois Office of Education

COORDINATED BY
The Department of Vocational Education Studies
Southern Illinois University at Carbondale
Carbondale, Illinois 62901

Objectives

To develop an awareness of the services available from various Illinois agencies to displaced homemakers.
To generate both the spirit and the means for cooperative relationships among agencies serving displaced homemakers.
To offer prototypes of how women's centers are attempting to coordinate the various services of state and community agencies.

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"Strategies for Generating Interagency Cooperation"
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"Displaced Homemaker Programs: A National Perspective"
Eliza Carney, Member
National Advisory Council on Women's Educational Programs
Washington, D.C.

"Future Directions of Displaced Homemaker Programs"
Margaret Cowden
Executive Director
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Who

A displaced homemaker is a person, male or female, who has
. . . worked in the home for a substantial number of years providing unpaid household services for family members
. . . is not now currently employed
. . . has difficulty in securing employment
. . . was dependent on the income of another family member but is no longer supported by such income
. . . was dependent on federal assistance but is no longer eligible for such assistance.

Jan McReynolds

Regional Director for Displaced Homemakers
Department of Labor

Displaced Homemakers: A New Beginning

The movie "Who Remembers Mama" used to open this conference is both a good and a poor introduction to the experiences faced by the displaced homemaker in our society. It is a poor introduction insofar as it leaves the erroneous impression that we are talking, first and foremost, about white middle-class women. But, while some criticism can be made of the film, there are many positive aspects which should be discussed.

The movie does present a picture which dispels some widely-held beliefs of what the middle-class women in our society face on a day-to day basis. It simply is not true that, when a marriage breaks up, the woman receives all the benefits while the man is left virtually destitute. A few celebrated cases recently have perpetuated the myth that women are the "winners" in a divorce case, but this is not true for the majority.

The movie demonstrates very cogently the "Catch 22" syndrome faced by many women: When a woman drops out of the labor force to bear and raise children and later returns to the labor force, she cannot earn enough money to support these children.

Being a woman and trying to find a decent job is difficult enough. The days have not yet passed when sex discrimination, in and of itself, is a serious barrier to employment. And, for the displaced homemaker, it is very difficult to find *any job at all*, not being among the "younger generation" that our society treasures so highly. (Excluded are teenagers whose *un*employment rates quite possibly exceed their *em*ployment rates, especially among Black and Hispanic youth.) But, the older, middle-aged workers will not "grow out" of the problems which teenagers face; they will merely grow older and their problems become more severe with every passing year.

Therefore, when you couple these two factors into one human being—an *older woman*—and when you throw her out of her familiar surroundings at *precisely* the time when she is least equipped to survive such a change—following a death or divorce or other personal and financial disaster—*then* you have all the ingredients for failure. That is what makes the displaced homemakers a special target group under the Comprehensive Employment and Training ACT.

This does not mean that Congress figured this out all by themselves. Most assuredly they did not. It took nothing short of a nationwide displaced homemakers' *movement* to put their concerns on the CETA agenda. They began by organizing at the state level, getting state legislation passed:

1975—first displaced homemaker legislation was passed, in California
1976—two more states passed displaced homemaker legislation, Maryland and Florida
1977—sixteen more states had passed legislation and, by then, two model centers were operating: Oakland,

California, and Baltimore, Maryland

1978—Senator Birch Bayh and Congresswoman Yvonne Burke introduced amendments to CETA to include a special program for displaced homemakers under title III. At the same time, the Carter administration submitted its own CETA bill which identified displaced homemakers as a target group. And the Department of Labor pledged to spend $5 million in FY-1979 CETA Title III funds on the displaced homemaker, to be administered by a joint task force of Women's Bureau and Employment and Training Administration representatives.

Now that this $5 million has been pledged, how is it to be spent? The joint WB/ETA task force divided the money into three uses:

1. $3.25 million will go to CETA prime sponsors to operate demonstration programs;

2. $1 million will go to other organizations, also to operate demonstration programs;

3. $.75 million will be used by the Labor Department to evaluate all of these local efforts.

In this region (six states including Illinois), $587,000 has been set aside for CETA prime sponsors, and the prime sponsors will have to compete for those funds. Since no program will receive more than $150,000, no more than four or five proposals will be funded. That is indeed a very small sum of money; $5 million will not go very far toward serving the ten to thirty million displaced homemakers estimated to exist in this country. Obviously, this requires setting some priorities targeting services *within* the displaced homemaker population. The Labor Department has already done this, partly through its definition of displaced homemakers, which no doubt differs from the definitions contained in some of the state legislation that exists. Under CETA definition, a displaced homemaker is someone who:

1. has been out of the paid labor force a substantial number of years, while providing services in the home to other family members;

2. is presently unemployed or underemployed and having difficulty finding or retaining a job;

3. either has been dependent on another family member for financial support and no longer has access to that support, or has been dependent on public assistance, especially where the person is about to lose that source of support.

Another way in which the Department of Labor has established priorities within the displaced homemaker population is by requiring that only those meeting the regular Title IIB eligibility criteria be served: they must be unemployed, or underemployed, or in school AND must be economically disadvantaged.

A third way in which the Department of Labor has set priorities is in the program guidelines under Title III, which thus far have said that emphasis should be on displaced homemakers who have been out of the labor force at least ten years or are at least forty years of age. Additional delineations are expected in future guidelines.

It is very clear that linkages with other programs, both CETA and non-CETA funded, is an essential ingredient in any program serving displaced homemakers. Their problems are not one-dimensional and cannot be solved by any single agency. The convening of this conference is very timely, since it provides an opportunity for a wide variety of state and local agencies to consolidate and coordinate their efforts in an attempt to better serve the displaced homemaker.

When discussing the problems of the displaced homemaker, reference is generally made to women; but, it must be remembered that men are victimized too. If the displaced homemaker problem is approached with the attitude that the main enemy is "men," then there is nowhere to go, no *solution*. Our programs must focus on a different aspect of the problem: the employers. *Artificial* barriers faced by the displaced homemaker in seeking employment—discrimination based upon age, sex, race, education—must be systematically eliminated. Other inequities or artificial barriers to be eliminated are: differential insurance rates, pension plans, leave benefits, lack of recognition of skills learned through the child-raising and homemaking experience. And, most importantly, elimination must be achieved of the single artificial barrier which has been most detrimental and done most to keep women in a state of poverty: the fantastic notion that those kinds of jobs that are typically done by women *should* pay less than jobs typically done by men.

The administration's insistence on targeting displaced homemaker services to the economically disadvantaged is in keeping with the language in the new CETA legislation, with its repeated emphasis on serving those "most in need." When it is said that CETA should serve those "most in need," it means "most in need of employment and training services." It is that concept which makes CETA, first and foremost, an *Affirmative Action Program*. It means taking an affirmative approach to serving those people who are least able to secure employment and training without CETA. And it means concentrating efforts on eliminating artificial barriers to employment of these people.

Much has been made of the new CETA definition of significant segments (i.e., groups within the eligible population identified by race, sex, age, and national origin). Many sponsors consider it a conflict within the CETA regulations that on the one hand it is required that services to the significant segments be *equitable*, while on the other hand it is required that sponsors target services to those most in need. Further examination will show that there is, in fact, no such conflict.

Every CETA sponsor is to *begin* with the concept of *equitable* services to the significant segments, e.g., if white females under the age of twenty-two are 30 percent of eligible population, begin with the idea that 30 percent of CETA participants should be white females in that age group, then apply locally established objective measures of need to determine the *appropriate* level of services to each group. The key here is that these measures of need must be *objective* measures of each group's need for employment and training services. A few examples might be helpful:

1. The regulations themselves identify some of these objective measures; for example, length of unemployment. It is doubtful that anyone would seriously argue that a person who has been out of work for two days has a greater need for CETA services than someone who has been out of a job for two to three months. Length of unem-

ployment is objectively measurable and is directly related to need for employment and training services.

2. Similar objective measures might include such factors as high school dropout rates, family income, sex, race, age, English-speaking ability, or employment handicaps. Thus, if it can be demonstrated, and it usually can, that persons over fifty-five years of age have higher rates of unemployment and higher rates of poverty, it is appropriate to target services in that area to older workers.

Some examples of measures which are *not* objective and are, therefore, inappropriate follow:

1. One sponsor inquired whether priority could be given under its public service employment to "persons who have resided within its jurisdiction for at least thirty days." The answer is "No." Unless the sponsor can demonstrate that persons who have lived in their area for at least thirty days are in greater need of employment and training services than those who have lived there less than thirty days, this is not an approriate method of targeting services.

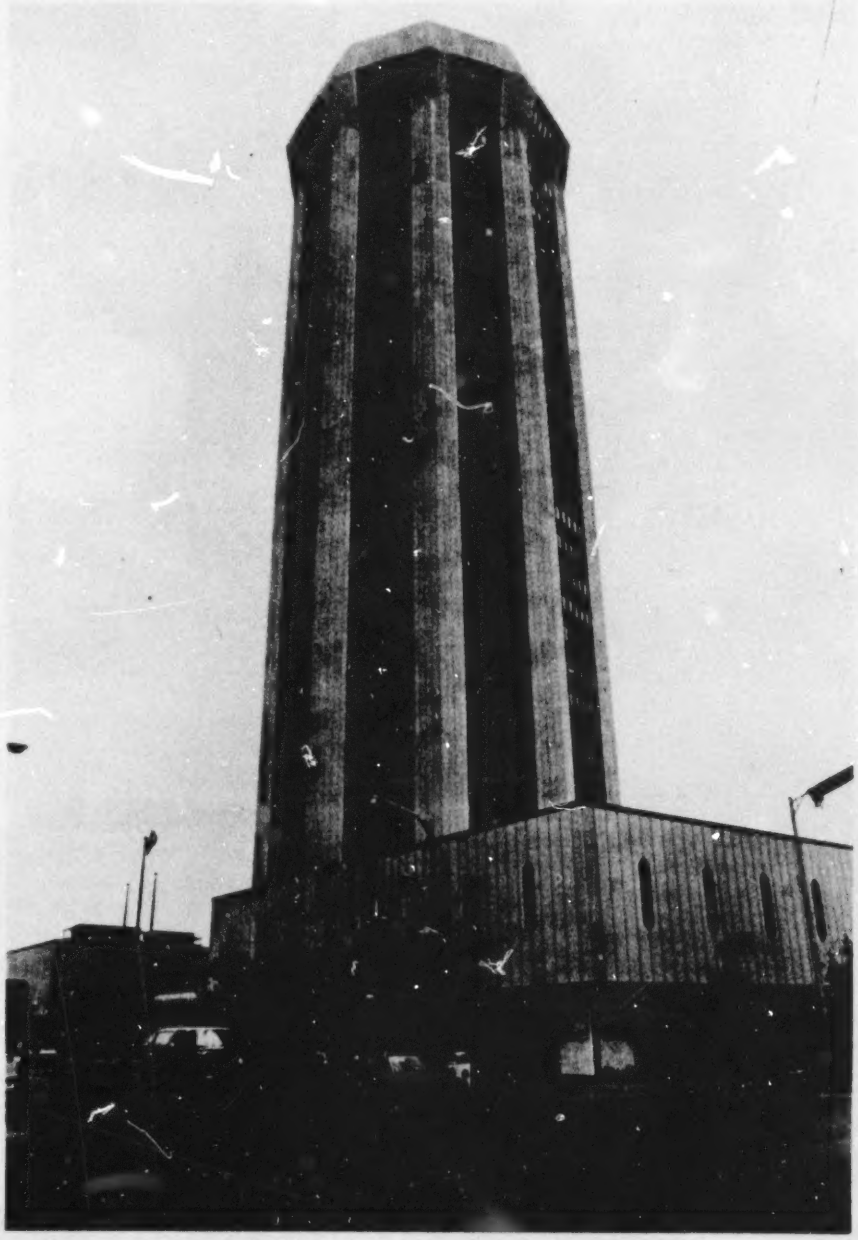
2. Many sponsors have sought to target services to "heads of households." Again, it is doubtful that they could demonstrate that heads of households have more difficulty obtaining employment than non-heads of households. It is therefore *not* an objective measure of need, and it is inappropriate to target services to heads of households.

3. Some sponsors have indicated that they want to target services to the twenty-two to forty-four age bracket, saying that this is the *largest* segment of their eligible population. Once again, unless the sponsor can demonstrate that persons aged twenty-two to forty-four face greater obstacles to employment than do persons under twenty-two or over forty-four, such a method of targeting is not allowed.

The point is that the CETA legislation has changed quite substantially in terms of its basic purpose. Its basic purpose today is to serve those "most in need."

One of the most positive aspects of the displaced homemaker movement in this country is the way it has brought together such a wide variety of women's organizations across racial, class, and political lines. Women who define themselves as feminists and those who do not have found some common ground in this movement and, at least so far, seem to be chiefly concerned about the humanity and dignity of the displaced homemaker. The cooperation has been phenomenal and in-fighting kept to a bare minimum.

If this conference can build on *that* ground, can lay some of the groundwork for a distinctly cooperative approach, then this conference will have been a huge success.



Eliza Carney

National Advisory Council on Women's Educational Programs, Washington, D.C.

Displaced Homemaker Programs: A National Perspective

The National Advisory Council on Women's Educational Programs is a citizen's advisory council which was established by Congress in 1974 as part of the Women's Educational Equity Act. The council makes policy recommendations to the president, Congress, and other federal officials to promote educational equity for women and girls, from pre-school years through adulthood. The mandate addresses not only programs in HEW, but in the Departments of Defense, Labor, Agriculture, and throughout the federal government, because education today involves more than just the traditional idea of schooling. This is particularly true of the displaced homemaker, for whom education may involve vocational training, both on and off the job, and for both traditional jobs and non-traditional jobs such as welding, truck driving, and forestry. It involves financial aid for part-time as well as full-time students, counseling, and support groups; in addition to all this, for the displaced homemakers themselves it involves in-service training for teachers, counselors, and other service providers to help them to better understand the needs of the women with whom they work. This is very important because, while the displaced homemaker's future may depend on access to special educational services, the people providing these services often are not fully sensitive to all the special needs of the displaced homemaker.

As a citizens' advisory council, it is our responsibility to find out from people like you, who are actively involved in women's education (in its broadest sense), what your opinions are concerning the approaches used in the past, as well as those which you believe should be used in the future.

Although our twenty council members represent many different backgrounds and points of view, we all agree that educational equity is a basic need. In the council's three years of existence we have brought about substantial changes in educational attitudes and policies, and we have shed some light on several neglected areas of women's education. In addition to making policy recommendations, we have undertaken a number of significant studies of specific areas of need. The culmination of one of these studies is a report on *Neglected Women* which explores the educational needs of displaced homemakers, single mothers, and older women. Information presented in this publication is based on hearings held throughout the country, which were the first such hearings to focus national attention on these rapidly growing groups of women.

This report makes many suggestions for meeting the educational needs of displaced homemakers, but most of them have yet to be fully implemented. This is partly because the displaced homemaker movement, if you want to call it that, is a relatively new one. As Laurie Shields, a "founding mother" of the movement, has said, one of the greatest handicaps of the displaced homemaker has been her

isolation—today she is isolated in society, just as yesterday she was isolated in the home. The goal of the displaced homemaker movement is to bring these women, with their strengths and talents as well as their needs, out of their isolation and into the economic, social, and political mainstream of their communities and the nation.

The displaced homemaker movement is young, having been born in 1974 when Tish Sommers and Laurie Shields founded the Alliance for Displaced Homemakers in Oakland, California. Tish had been divorced at fifty-seven after twenty-three years of marriage, and Laurie had been widowed at fifty. After some very discouraging experiences in seeking employment, they started a program called Jobs for Older Women, and they based it on what was *not* happening with them.

They set out to assess the needs of their community and to create new jobs for themselves by meeting those needs. These women built their volunteer experience and their homemaking experience into jobs, and they became cleaning contractors and started catering services and sewing co-ops. But, with all their creativity, they couldn't by themselves make more than a dent in the tremendous need for employment among the over 1,000 displaced homemakers in their area. They saw that in order to make any appreciable progress in reaching more women and more communities with their program and their ideas, they would need help. So they started to work on legislation on both the local and national levels. Laurie and Tish traveled the length of California in Tish's old car, talking to local groups (they found women's church groups to be particularly interested and supportive). They started knocking on doors on Capitol Hill. And as public support built up, so did political support. Legislation to aid the displaced homemaker was passed in California in 1975; in 1976 the Vocational Education Amendments mandated that states use some funds for displaced homemakers; in 1978 CETA was amended to provide funds for displaced homemakers programs, based on the Oakland experience. As of this year, more than twenty-five states have passed displaced homemaker legislation.

Displaced homemaker centers, more than 150 at last count, are springing

up all over the country, with varying levels and sources of income. The pattern for these centers is generally one or two paid staffers, often funded by CETA, and a corps of volunteers. Many of the staffers and most of the volunteers are displaced homemakers themselves, and they are coming up with many innovative ideas and programs. In job training, they are capitalizing on the idea that worked for Tish and Laurie—the idea that one of the quickest and surest ways to get a displaced homemaker on her feet economically is to base her job training on experience and skills which she already possesses and to link that training to job placement. This often involves job creation, which Tish and Laurie also found to work well.

One example of this type of comprehensive approach to employment is the drafting program which has recently been set up at the Baltimore Center for Displaced Homemakers, in which women who have some art skills and experience with painting, design, or crafts are trained to do drafting, a skill which is in very high demand in the Baltimore area. The vocational education trainer who works with these women was initially reluctant and very skeptical about the idea, but now having placed two of the trainees in very good jobs and with more openings for others, he has become one of the program's most enthusiastic supporters. Other examples are self-employed training programs at Baltimore and Oakland which teach women how to run their own businesses, and from which they have gone on to become cleaning contractors, caterers, and owners of a seamstress co-op. In Pennsylvania they are training displaced homemakers to be energy conservation specialists for the local utilities.

This is not to say that, once employed, these women are locked into these particular jobs. The are encouraged to seek additional education and training, or to change their field entirely if they want to. But they are not put down if they are content to stay with these jobs, or to do clerical or other traditional kinds of work. The choice is up to the individual, and the center is there to help her obtain the information needed to make that choice and then to support and advise her during the decision-making process and afterwards.

Of course, in addition to these more innovative programs, and as a prelude to them for many displaced homemakers, are the basic "catch-up" programs in improved reading, basic math, English as a second language, assertiveness training, tutoring, and counseling and support groups on all levels. Workshops and conferences like this one today attempt to answer the questions "How do I get started?" and "Where do I go for help?" In fact, information on what assistance is available and counseling on the type of assistance she requires is one of the greatest needs of the displaced homemaker. Agencies which could offer help usually have no outreach program for displaced homemakers and no plan for satisfying their special requirements.

The National Displaced Homemakers Network, which has been established this year, puts out a newsletter, as does the Women's Educational Equity Communications Network, which collects information on displaced homemakers as well as other groups of women with special educational needs.

As you can see, the displaced homemaker movement has come a long way since two women decided five years ago that something needed to be done. The strides the movement has made are not really a surprise to those who have been homemakers, running a household and raising a family on a limited budget and with limited resources. Innovation and "creative coping" have been a way of life for most homemakers, and they don't easily give them up when branching out into business or the professions or government work. In fact, I certainly hope we as homemakers don't give up our "creative coping" and other skills and approaches to life as we embark on our new careers.

I hope we do not let our values and our strengths get swallowed up by "the system," because, for one thing, the system and the nation need us, our values, and our experiences now more than ever. Now that we Americans are finally realizing that there are limits to our material wealth and resources, we are hearing many voices, some of which say that we as a nation cannot cope with limitations, that our government and our people have become too soft and too selfish and too wasteful to survive in an era of lowered expectations and difficult choices. But we who have been homemakers have lived with limitations and difficult choices and, rightly or wrongly, many of us have even accepted lowered expectations, and we've survived. We can help the rest of the country survive too, if they'll just listen to us.

We have been culturally conditioned to believe that the greatest happiness and the greatest good lies in caring about and serving others. And many of us still believe this, myself included. We would just like to see the happiness and goodness spread around more.

We would like to see more of the helping hand and less of the humiliating handout in government programs. We'd like to see more cooperation and conciliation and less competition and confrontation among the various groups that make up our pluralistic society. We'd like to see more of a sense of community in our national life.

In short, we would like to see more of the vitality and togetherness, the willingness to listen and to share and to help that you immediately notice at any gathering of displaced homemakers. Not that they don't have problems—there are plenty of problems and obstacles to overcome—but you feel that they will overcome them, because they are realizing that they are not stupid just because they need to have questions answered, that they do have managerial and organizational and other skills, and that they do have the support of other women and, increasingly, men too. And they are demanding to be taken seriously.

Our government and our society are finally showing signs of doing just that—taking the displaced homemaker seriously. It's about time.

I believe your presence here indicates that you concur; only good can come of it.

Scott Umbreit

Chief, Bureau of Title XX Administration
Illinois Department of Public Aid

Title XX

Title XX is one of the most misunderstood and maligned federal programs in existence. A description of the historical context in which Title XX is placed will foster a better understanding of what it is and, probably more important, what it isn't. Some of the major elements of Title XX—client eligibility, services, funding levels—will be described with focus on the Title XX program in Illinois.

The passage in January 1975 of Public Law 93-647, which created Title XX of the Social Security Act, was hailed as much needed reform for a confused and troubled national position on the provision of social services. The legislation which created Title XX strongly emphasized the following principles:

1. A continuing national commitment to a federal/state partnership in the provision of human services.
2. A federal willingness to encourage services for not only the poor, but for low- and middle-income families.
3. A clear state entitlement to reimbursement, as well as a reinforcement of the previously established limit to this entitlement.
4. A mandate to involve the public in the planning of states' social service programs.

Title XX grew from a number of predecessor programs involving a federal/state partnership in the financing of what one would generically term "social services." Beginning in 1956, amendments to the Social Security Act enabled states to provide social services to welfare recipients. The federal government provided a 50 percent match and there was no maximum on the amount any one state could entitle itself to.

Additional amendments in 1962 raised the federal matching rate to 75 percent and liberalized the eligible client population to include not only welfare recipients, but also "former and potential" welfare recipients. The 1967 amendments authorized the provision of "hard services" and, for the first time, required states to offer services designed to train and motivate current (and "former and potential") welfare recipients for employment, encourage and help families to receive family planning services, strengthen family life, and reduce illegitimacy. Required services included job training, day care, and homemaker services, in addition to social casework services. The 1967 amendments also authorized states to purchase services from private agencies. As with its predecessors, it did not contain any financial cap.

The provisions of the 1967 amendments, particularly the authorization to purchase services from private agencies, stimulated a tremendous growth in federal social service spending. The spending level grew from $282 million in 1968 to $2.4 billion in 1978. The most dramatic jump came in 1972 when social service spending jumped from $741 million in 1971 to $1.7 billion in 1972. This caused Congress, in 1972, to set a statutory limitation, or ceiling, of $2.5 billion annually on social service expenditures.

The $2.5 billion was allocated to states on the basis of population, with the stipulation that 90 percent of all federal funds be spent for services to welfare recipients, although certain services were exempted from this 90 percent targeting, e.g., child care, family planning, foster care services, and services to the mentally retarded, alcoholics, or drug addicts. Illinois' share of this $2.5 billion is approximately $130 million.

When the spending ceiling was placed on states, most of them were well under their individual allotments. In Illinois, this fiscal year ending June 30, 1979, will be the first time since the ceiling was imposed that Illinois will receive its full entitlement.

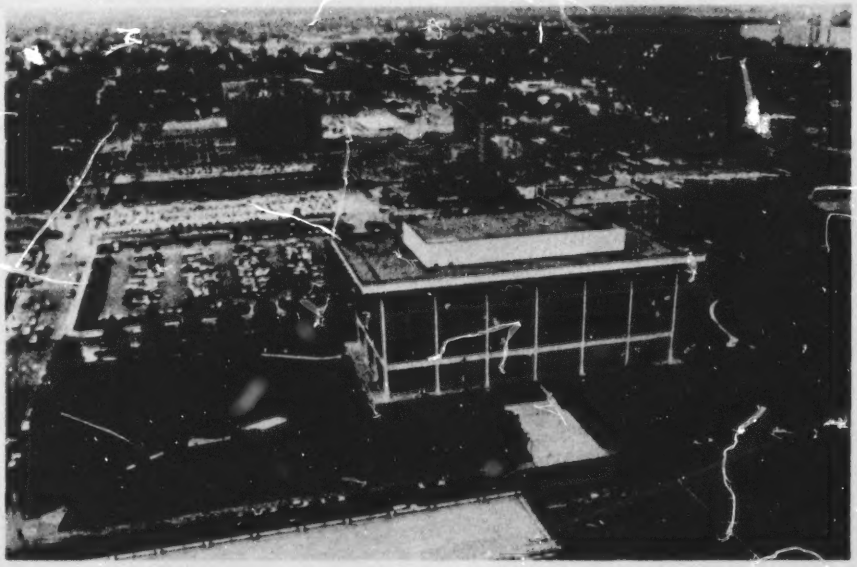
Title XX is simply a mechanism for federal financing of social services to state governments. Title XX merely authorizes states to receive seventy-five cents of federal funds for each dollar of state or state and local expenditures made for social services.

Title XX is a resource limited program. Unlike related Social Security Act programs (AFDC, Medicaid, Supplemental Security Income, etc.) and Title XX's early predecessor programs, Title XX has a reimbursement ceiling. This ceiling is currently $2.9 billion annually, of which Illinois has an annual entitlement of approximately $151 million based on its population.

Title XX is also a reflection of the federal government's willingness to reimburse states for social services provided to lower- and middle-income families, not just to the poor or near poor. This is made possible through the adoption of service eligibility standards which allow reimbursement for services to lower- and middle-income families as long as a service fee based on income is imposed.

Title XX brings also an important fourth factor as a requirement—public involvement. Beyond federally mandated public review activities, Illinois has an active Title XX Citizens Advisory Council which is a broadly based group of citizens who advise the department on a host of Title XX issues.

Finally, and perhaps most importantly, the Tile XX legislation almost ends the specification of mandated and discretionary services. With the exception of family planning and information and referral, it provides instead that Washington *cannot* tell a state what a social service is or what service should be provided to what category of person in need as long as a state adheres to the goal requirements of Title XX.



While these points may seem encouraging regarding the potential of Title XX, it is useful to point out what Title XX is not.

First, Title XX isn't what its predecessors became—laden with loopholes which allowed states to claim social service reimbursement without regard to reimbursement maximums.

Second, a state may not: (1) claim reimbursement for direct capital expenditures; (2) support hospital, nursing home, or foster care facility programs; (3) make cash payments a social service; (4) claim certain services of an educational nature, or those paid for under Medicaid or Medicare; and (5) provide day care outside a child's home unless such care meets stringent federal and state standrads.

Finally, Health, Education and Welfare applies rigorous accounting and auditing standards to the so-called "flexible" social services, which assure that states avoid the impression that Title XX is either a form of revenue sharing or a block grant program.

All Title XX services must be directed toward one or more of the five national goals, which are:

1. Achieving or maintaining economic *self-support* to prevent, reduce, or eliminate dependency;

2. Achieving or maintaining *self-sufficiency*, including reduction or prevention of dependency;

3. Preventing or remedying *neglect, abuse,* or *exploitation* of children and adults unable to protect their own interests, or preserving, rehabilitating or reuniting families;

4. Preventing or reducing *inappropriate institutional* care by providing for community-based care, home-based care, or other forms of less intensive care; or

5. Securing referral or admission for *institutional care* when other forms of care are not appropriate, or providing services to individuals in institutions.

In Illinois, thirty-three broad social services are provided to persons in need through a network of thirteen different state agencies. Some of the more recognizable services include: adoption, chore and housekeeping, adult day care, child care, day training for special needs, family planning, foster care, homemaker, protective services, substance abuse services, and various counseling services. Some of the more recognizable state agencies in the service delivery network, in addition to the Department of Public Aid, include: the Department of Children and Family Services, the Department of Mental Health and Developmental Disabilities, the Department on Aging, the Dangerous Drugs Commission, and the Illinois Commission on Delinquency Prevention.

A complete description of the Illinois Title XX program, including the names of agencies and facilities providing services can be found in the Comprehensive Annual Services Plan, which is published annually on April

1 in proposed form for public comment and on July 1 in final form. Copies are available for the asking.

There are unique client eligibility standards for each service. Generally, one or more of the following eligibility standards is applied to each Title XX service:

1. *AFDC*—Recipients of Aid to Families with Dependent Children

2. *SSI/SSP*—Recipients of Supplemental Security Income/State Supplemental Payments

3. *Income Eligible 0-80%*—Individuals whose family income in relation of family size is within 80 percent of the state's median income. In Illinois, this is $16,194 for a family of four.

4. *Income Eligible 0-115%*—Individuals whose family size is within 115 percent of the state's median income. In Illinois, this is $23,279 for a family of four.

5. *Group*—Certain individuals are eligible to receive certain services by virtue of their being a member of a "group," e.g., drug abusers, the aged, mentally ill/developmentally disabled individuals, and offenders. For a "group" to qualify as eligible, the state must prove that at least 75 percent of the group members receiving the service have family income in relation to family size that is within 90 percent of the state's median income.

6. *Without Regard to Income*—Family planning, information and referral, and protective services can be provided to persons without regard to income-related eligibility criteria.

Federal requirements mandate that *at least* 50 percent of the federal expenditures be directed towards the AFDC/SSI/SSP target population. Beyond that, states are free to structure services to whatever target populations seem most appropriate. In Illinois, nearly all service activities are targeted towards a lower income population.

One of the general characteristics about the Title XX program is the minimal emphasis on employment and training type services. It is the general opinion of most practitioners that resources for employment and training programs should come from the federal Department of Labor (e.g., CETA), while resources for social services should come from the federal Department of Health, Education and Welfare. As a result, even though Title XX could fund employment and training services, it generally does not. In Illinois, for FY-80, $11.8 million has been estimated for the Employability Development Service. This is targeted almost exclusively to a public aid population in an effort to facilitate self-support, and supports some of the programmatic activity you'll hear about from the next speaker.

Perhaps one of the most unique characteristics of the Title XX program in Illinois is the "Donated Funds Initiative." Under this program, the private human services sector was engaged in a cooperative arrangement with state government to contract for $20 million in new social services.

Fifteen million of the Title XX allocation is reserved for the Donated Funds Initiative which is matched by $5 million in funds to be donated statewide by community philanthropic organizations.

The private sector participated in many of the decisions made under the new program—decisions concerning the program's short-term and long-term initiatives, decisions concerning the projects to be funded under the program, and decisions concerning the manner in which the public and private sectors will work together in shaping the state's human services program.

The timelines for proposal submittal, review and contracting were committed to the Illinois rulemaking process and published in the *Illinois Register*. The process began on January 15, 1979, when the Department of Public Aid distributed a standardized Request for Proposal (RFP) to over 1,700 social service agencies in the state. This RFP included a description of the state's funding priorities for the FY-80 Donated Funds Initiative, instructions for submitting proposals, a standardized application format, technical assistance materials, and established the schedule for submitting proposals.

As a result of the massive proposal solicitation, the state received over 400 proposals totaling over $34 million. At the time of this writing proposals are being reviewed and decisions being made regarding the allocation of the $20 million available under the Donated Funds Initiative.

In summary, there are several key items for a person to remember when thinking out Title XX.

1. It is not a program per se. It provides much of the financial resources for a large number of services and programs provided by state government, both through direct services provided by state employees and by purchasing services from private agencies.

2. In Illinois, Title XX-supported services are spread throughout a network of the major state human service agencies. As a result, one must target inquiries to specific services and specific state agencies as described in the Comprehensive Annual Services Plan.

3. Prior to the current fiscal year, the state of Illinois had not obtained the full amount of federal funds it was entitled to; but it is now at a point where eligible Title XX programs exceed available federal funds, making opportunities for new programs and services somewhat limited.

Barbara Ryan

Supervisor, Field Services
Children and Family Services

The Department of Children and Family Services was created by the General Assembly in 1963 and became operational January 1, 1964. The Act creating the department stipulates, among other things, that social services are to be provided to children and their families. This is a fairly broad charge and in light of that certain priorities have had to be established because there are neither the funds nor the staff to be all things to all people. In light of the phenomenal increase experienced recently in the number of reports of suspected child abuse and neglect, this is the area currently given priority.

The range of problems with which this agency deals is virtually endless. The specific limitation, however, is that the service must concern itself with the health, safety, and well-being of a child. In other words, these services are child-focused and are not available to childless couples or single individuals.

The changes in society over the last several decades have generated problems that were either unheard of or were dealt with by the established institutions, namely the family or the church. As society has become more industrialized and more mobile, more women have joined the full-time labor force and more children are growing up without the availability of the extended family. Grandparents, aunts, uncles, and cousins may not have been skilled therapists; however, they were part of a support system that could be called upon to shore up the family when mother or father suddenly found themselves in a predicament that prevented them from discharging their parental responsibilities.

When opportunities for economic betterment lured young families from the farms and small towns to the metropolitan communities, these individuals found themselves in an environment that was frequently indifferent to their personal needs. As a practical matter, the extended family which was left behind simply could not be available on a moment's notice. The real tragedy about this phenomena is the fact that those most likely to need the help are the least likely to receive it. In other words, the family at the low rung of the economic ladder, the family with poor housekeeping standards, few social graces, and below average intelligence is less likely to be accepted in a community by the kind of individuals who could offer real assistance. Frequently, their circle of friends and associates is limited to those of similar ability and consequently those of similar need.

The level of existence in an urban society depends heavily upon someone else's assessment of the value of your contribution or productivity. In a period of rapid technological expansion, the need for skills changes almost daily. In this scheme of things, the less versatile individuals can find themselves on labor's scrap heap through no fault of their own. In the past few years the impact of double-digit inflation rates has tended to erode the standard of living of count-

less individuals even though their take-home pay may have increased.

The Department of Children and Family Services is available to assist parents and children with a broad range of problems and concerns which in one way or another interfere with their well-being and their overall functioning in society. The services are provided directly by the social service staff as well as through purchase of service contracts with private agencies.

One of the most common problems encountered is parents who are completely overwhelmed by the demands parenthood places on them. Some parents are able to manage reasonably well with one child, but the addition of each subsequent child diminishes their overall ability. Other parents manage to provide satisfactory care for younger children, but the pressures placed upon them by teenagers is beyond their capacity. Still others demonstrate an ability to provide reasonable care as long as there is no crisis. A severe or prolonged illness on the part of any family member, loss of the breadwinner's job, changes in residence, or loss of one parent through death, divorce, or separation frequently is more than the delicate balance can tolerate. Also, families that move from one culture to another may find their former lifestyle not to be acceptable in their new neighborhood.

It has long been assumed that parenthood is a skill with which all persons are naturally endowed. More often than not, it is found that parents have a tendency to treat and care for their children in much the same manner in which they recall being treated as a child. In a changing society, such an approach is simply not always adequate.

Where the parent or parents are available and interested in providing a home for their child or children, the Department of Children and Family Services is able to provide the family with a homemaker via the department's Homemaker Service. Homemakers are usually women who have had experience in rearing children and who have been trained to teach mothers how to become better mothers to their children and better managers of their households. Homemakers help mothers to improve their skills in managing the day-to-day physical needs of their children, how to manage their family finances, how to shop economically for nutritious food for the family, etc. In addition, homemakers frequently provide the only sympathetic ear to a mother who has been alienated by her neighbors and her relatives. Homemakers are assigned to a family by a caseworker who is responsible for the department's overall service to a family. The amount of time spent with a family will vary from a few hours per week to as much as twenty-four hours per day. The length of time may range from a few weeks to several years. Homemaker service has spared countless numbers of children the trauma of placement in substitute care living arrangements. Displaced homemakers may make use of this Homemaker program as a service or even as an employment opportunity. Some parents and children simply cannot communicate with each other. The department also maintains an Advocate Program for youngsters of all ages, but it is geared mainly to adolescents. Advocates are usually men and women in their twenties or thirties who spend ten to fifteen hours per week with the child as a role model. This type of relationship is particularly effective in the case of a teenage boy who may be growing up in a fatherless household or the adolescent girl who is convinced that her mother simply does not understand her.

Child care is perhaps one of the most immediate concerns faced by the mother of a young child who suddenly finds it necessary to leave home and enter the labor force. The problem increases considerably if any or all of the following exist: (a) the mother has no relatives or close friends who may be available; (b) there is more than one child; (3) the mother has limited financial resources; (d) the mother does not have her own transportation; (e) the mother works at night or on a swing shift; and (f) the child is handicapped or has special needs.

The Department has several ways of helping individuals with needs in the area of child care. First of all, it is the responsibility of the department to license all homes or facilities which provide day or night care to non-related children. Such homes and centers must meet certain prescribed standards in the general areas of: fire safety, physical hygiene, space, personal qualifications, nutrition, and overall programs.

Working mothers with low incomes, under certain conditions, can also have most of their child care expenses paid through the department's Transitional Day Care Program. In order for the day care center, day care home, relative, or babysitter to be paid, applicants must have their eligibility certified by the Department of Public Aid. Displaced homemakers may be interested in doing some day care in their homes—a tremendously needed service, as is foster care.

The major thrust of the Department of Children and Family Services is to provide or make available services which will enable a child to grow up in his or her own home. In certain instances the child's own parent or parents are physically or emotionally unable to provide an acceptable level of care. Under these circumstances arrangements would be made for care in a foster home. A limited number of children are unable to live in their own home because of their special needs. These children may be too disturbed to adjust in a foster home; therefore, they are placed in a group home or a private children's institution. The department pays for the child's substitute care only if the court has given the guardianship of the child to the department or if the parents have entered into a voluntary placement agreement.

Jane Scherer

Program Coordinator, CHEP

Consumer and Homemaker Education Program

This presentation describes how the University of Illinois Consumer and Homemaking Education Program conducted by the Cooperative Extension Service is serving displaced homemakers in Illinois. Currently, an estimated 69 percent of the clientele are displaced homemakers.

Displaced homemakers suffer severe emotional and economic problems. Most of them have always been in the low-income category. Because of divorce, separation, death of a spouse, or children moving out of the home, their customary lifestyle is upset. This group feels powerless, tense, desperate, and confused. They have chronic feelings of hopelessness. They seldom experience success. Their educational level is low.

CHEP concentrates on helping the homemaker learn basic consumer and homemaking skills that will make it possible for the homemaker to become a wage-earner and maintain a home and family. But possibly more importantly, attempt is made to develop a feeling of self-worth in the homemaker. Homemakers must feel good about themselves and what they can accomplish before they are ready to join the work force.

First, what is CHEP and how did it begin? In 1970, the Extension Service identified a need to reach low-income homemakers. It is known that this audience is not meeting-oriented, which is extension's traditional delivery system, and that they were in dire need of educational programs to improve their level of living. Thus with the cooperation of the Illinois State Board of Education a proposal was written. CHEP was established in 1971 with funds from a contract with the Department of Adult, Vocational and Technical Education. Its mission was and is today to help low-income families improve their management of available resources.

Over the years CHEP has operated in fifteen Illinois counties where significant numbers of low-income families live.

CHEP is currently located in Jackson, Pulaski-Alexander, Madison, St. Clair, and Cook counties. To date, over 20,000 homemakers have been reached in one-to-one teaching and more than 44,000 have been reached in group meetings and telephone consultations.

CHEP strives to help families:

a. acquire the knowledge and skill for decision making;

b. gain maximum satisfaction from available resources; and

c. increase awareness of resources available to consumers in the community, state, and nation.

CHEP has tailored the program delivery and content to audience needs. Because low-income homemakers know their own problems best, CHEP hires and teaches low-income persons as paraprofessionals from the target areas where they will be teachers. These program assistants' mission is to teach other low-income homemakers through home visits.

After program assistants are hired, they take part in an intensive three-

week orientation. They learn operational procedures, subject matter, teaching skills, and receive training in subject matter related to family problems. After this orientation, they continue to receive additional weekly in-service education from the county extension adviser. Program assistants enroll homemakers in CHEP for up to three years, work with them to identify areas of study, and make regular home visits to teach subject matter. Currently over 2,500 homemakers are being served.

Program assistants' initial responsibility is to provide consumer information to families while establishing rapport and gaining enough information about them to be able to help them. Together the homemaker and program assistant identify a major concern and determine appropriate ways to improve the situation. The program assistants then plan and provide a series of learning experiences to bring about the desired changes. When the homemakers have achieved a satisfactory level of competence in consumer and homemaking skills, they are encouraged to participate in other extension programs, such as attending homemaker unit meetings, workshops, or 4-H activities.

Special teaching materials have been developed to meet the educational needs of homemakers enrolled in CHEP. Demand is especially high for materials written for low-level readers; these materials state concepts clearly and directly. They must discuss living situations familiar to CHEP families. For instance, discussion in budgeting involves having enough money to buy food and what the family needs each week. Emphasis is not on savings or investments.

Because reteaching a single concept is often necessary, program assistants use a variety of teaching aids on a specific topic to teach one concept. For instance, a demonstration kit with samples of baby clothing is used to discuss planning clothing for a layette. The program assistant would discuss selection, care, growth features and how many of each items is needed. Later the program assistant may use pamphlets, planning worksheets, and a field trip to a store to reenforce what was taught.

To teach the prevention of accidental poisoning, a program assistant uses slides, pamphlets, hazard-hunt activities, fact sheets, and worksheets.

The sharp increase in utility rates is especially critical to displaced homemakers. To teach about paying utility bills, a program assistant may use a crossword puzzle, a pamphlet, actual bills, a flip chart, or go to authorized and unauthorized vendors to pay the bill. Homemakers are taught how to read their bill, and determine if it is correct or not. In addition, they personally keep a record of the meter readings they take.

Another common problem homemakers have is not knowing how to do a laundry. It was common for them to throw away clothes rather than wash them.

Homemakers new to our program are generally in the habit of shopping several times a week. They rarely have basic shopping skills that can save them money. Thus several teaching materials have been developed on food shopping.

Often the program assistant cannot begin teaching topics the homemaker has requested, because the family is in the midst of a serious problem. There may be a child in jail, a run-away, a robbery, a fire, or a serious health problem. So a program assistant spends time discussing how the family can cope with the crisis.

To date, extension staff members have developed over 400 teaching aids and informational pamphlets on many aspects of homemaking.

There are also two other components in the CHEP program. CHEP community workers who work in Madison and St. Clair counties provide a way for homemakers to progress from CHEP into other phases of the Extension Program. They develop and carry out special small group learning situations for soon-to-be graduated homemakers and for those who have already graduated. During this last year, they conducted 260 group meetings with over 4,400 participants and had 75 volunteers helping. In addition they work with several agencies in the community in-

cluding the mental health department, senior citizens groups, police departments, WIC, schools, churches, agencies for teenage mothers, and the public housing authority.

Another CHEP innovation is the "Consumer Call-In," a telephone information service in Chicago and the suburban area. The Consumer Call-In helps families get immediate answers to their consumer-related questions. When a consumer has a question about where to get free legal advice or how to remove a stain, they can call 737–1370 and get the answer. Operators answer questions in the areas of family economics, food and nutrition, textiles and clothing, family life, health, environmental design and community resources. Questions operators have received include:

How do I remove grease from my house siding?

Where do I get free shots for my children entering school?

How do I clean a scorched iron?

Can beef tongue be overcooked?

How do I pasturize milk?

What do I use for bait on a trap in my garage to catch rats?

Most questions deal with community resources. A typical question is "Where do I get food stamps?" To date 6,000 questions in that area alone have been answered. Since beginning in April 1977, over 40,000 questions have been answered by the Consumer Call-In.

The service, open Monday through Friday from 9 A.M. to 4 P.M., also has Spanish-speaking operators on duty. The Spanish clientele has problems with consumer fraud due to language problems. Thus the Consumer Call-In is a service to be trusted and a place they can go to get reliable information.

Again paraprofessionals are hired as operators. They refer to a file of cards with answers to specific questions. If the information is not in the file, the question is called to the University of Illinois and it is researched by the Champaign-Urbana campus, an extension specialist and an answer is relayed back to the consumer within forty-eight hours. This service provides consumers a direct link to their state university faculty and resources. A major strength of the service is providing information from the research base at the university.

The Consumer Call-In helps CHEP reach many more people with consumer and homemaking information than would ordinarily receive help through face-to-face teaching. The telephone is an excellent delivery system for teaching home economics subject matter.

Success comes slowly, but each success story demonstrates the effectiveness of CHEP. As one homemaker recently said, "I have become efficient in keeping a file system for bills—paid and unpaid. I no longer forget to pay my bills on time."

Another says, "I lived in a condemned house. I decided to move and found an apartment but was faced with a problem with rats. My program assistant taught me how to plug the holes and cracks and use pesticides to help the problem."

And another sums up how homemakers feel about CHEP: "It's changed my life. We're eating better, having more money, and getting along better as a family. I never knew there was help for poor people before."

Each Illinois county has an extension office and staff. They have access to CHEP materials and can assist in exploring ways to meet the needs of displaced homemakers.

The teaching materials are available at cost and are suitable for secondary students, adults, classes for special audiences such as mentally, emotionally or physically handicapped, senior citizens, teenage mothers, displaced homemakers, or prison programs.

Lastly, it is a challenge for all of us to be bold, innovative and experimental in our adult education efforts with displaced homemakers.

John Noak

Chief, Division of Planning and Methods
State Health Planning and Development Agency

The State Health Planning and Development Agency, which in Illinois is the Department of Public Health, will ultimately have a great deal of impact on the problems and opportunities presented to displaced homemakers. Health planners in the agency are generally expected to help solve problems created over the past two or three hundred years in two or three years' time. This involves a great potential for change and consequently for new jobs.

The health planning conducted in this agency involves every aspect of health—including mental health, emotional health, physical health, and public health. It involves the private and public sectors, and the plans developed involve human service agencies, including Public Aid, in many aspects. It is a far-reaching program since many large health programs exist in the state and are presently administered by a variety of public and private programs—Public Aid, Medicare, Medicaid, etc. Thus, developing and implementing a health plan involves a great deal of complex work.

The State Health Planning and Development Agency was established as a result of Congress' decision to put emphasis on integrating health care systems and as a consequence of the rising costs of health care. Every person in Illinois spends approximately $1,000 a year, or more properly, $1,000 a year is spent for every person yearly, on health care. In fact, Medicare and Medicaid bills have become so high there is little or no funding left for additional social programs such as a displaced homemaker program, for example. The increase in health care costs, however, does not mean there has been a correlative increase in people's health—they are not living that much longer, they are not that much happier, and they are not that much healthier.

A regional program of health planning throughout the United States was created to deal with these health problems. In Illinois there are eleven health systems agencies blanketing the entire state, part of Iowa, part of Missouri, the St. Louis area, and the Quad-Cities area in Iowa. A Statewide Health Coordinating Council (SHCC) which coordinates the work of the HSAs and the state agency has been given the rather broad task of coordinating health planning in Illinois. Progress has been made in this coordination effort and some of the major trends have implications for the displaced homemaker.

For example, the federal government has discovered that programs administered on a massive scale without local and regional input and controls do not work very well. There is a trend toward placing the control of health programs with the states and with regional groups such as health systems agencies. This should allow a more cooperative working relationship to evolve among such groups as the Illinois Hospital Association, the American Medical Society, and the Illinois State Medical Society.

Another expected development in the health area involves innovative modes of medical coverage. Our colleagues from Public Aid will certainly be able to vouch for the difficulty in administering Medicare and Medicaid. A whole series of overlapping medical coverages exists at present, but that whole picture may well change with broadened medical coverage coming in the immediate future. Further, more emphasis will be placed on prevention, detection, and primary care. These areas could well provide thousands of jobs for displaced homemakers.

The Statewide Health Needs and Priorities Statement has been presented to the public at large. These priorities expressed as goals have been accepted by the SHCC which is a group of both providers and consumers of health care. The goals are in two areas: health status goals which have to do with the health of persons and health systems goals which address the methods by which people's health needs are met. Some perspectives of these goals relate to the displaced homemaker population.

For example, new programs are being developed in the area of hospices. Persons who are extremely ill are placed in hospices programs in an attempt to provide more humane treatment when there is little left that medicine can do. Again, some of the major programs in cardiovascular disease are aimed at paraprofessional areas such as detection of problems related to hypertension.

The infant mortality rate in Illinois is one of the highest in the country. The reasons for this often have nothing to do with the quality of care at the hospitals or that given by the physicians. Too often people do not enter the health care system in time to receive adequate care. Work in this area will be involved in setting up systems to insure that persons in need of care are integrated into the system early. Infant mortality is significant not only because of those who die, but also because of the many children not receiving prompt attention who become "walking wounded" (developmentally disabled). It is estimated that a child with severe mental retardation will cost the state a million dollars to raise and maintain until death, as well as the state's losing about one million dollars in productivity—thus totaling two million dollars' loss for each mentally retarded child.

Alcoholism is another high priority in the health planning field. It has become de-criminalized and is now recognized as an illness which directly affects hundreds of thousands of Illinois citizens. And, of course, alcoholism is also indirectly tied into accidents and violence. It has been found that a high ratio of all accidents and acts of violence occur as a result of alcohol. Job opportunities in this area are on the increase.

Other areas being emphasized by the state are preventive health services and primary care. The rural areas are not the only ones lacking in primary care; many major cities, such as Chicago, have areas with no care available. Job possibilities associated with the primary care field are going to be outstanding.

Emergency medical services represents another critical area, especially in specific regions of Illinois. Another important area is that of nutrition.

These examples indicate that health services and health systems emphasized are different from what they were in the past. Integrated programs and delivery of services in a systematic manner are definitely trends of the future. In the past it was often left up to the individual to decide whether or not to establish a practice in a particular place. If a hospital had enough money, it was allowed to build wherever it chose. That pattern appears to be changing. The expansion and change in health systems and health planning will also create new jobs, many of which will be of interest to the displaced homemaker because they require skills already possessed by these persons.

The State Health Planning and Development Agency activities will hopefully make the health needs of people such as displaced homemakers easier to satisfy with a higher quality of care and service.

Keith Lape

Manager, Adult Education Programs
DAVTE, Illinois Office of Education

Adult Education Programs and Centers in Public Schools and Community Colleges

The Adult and Continuing Education section within the Department of Adult, Vocational and Technical Education, Illinois Office of Education, addresses the area of adult education programs available throughout the state to qualified Illinois residents. The displaced homemaker would in many cases fall into this target population.

As many governmental agency employees are aware, one of the major problems is lack of awareness by the public of the many kinds of assistance available. So often individuals are aware of their needs and problems but have no idea where to go for assistance. This state has a population of about 3¼ million who are over the age of eighteen and do not have a high school level education. These are the people the adult education programs which are operated through local educational agencies, public schools, and community colleges strive to serve.

Another difficulty faced in providing services is that of the emotional factors involved. An element of embarrassment exists in many people who at an adult age are seeking educational objectives usually attained by people in their teens. Because of this stress, it is necessary that support and a vote of confidence be provided. This would apply, also, to the situation of the displaced homemaker. Therefore, in the adult education programs reentry is made at a lower level than that last attained. It is felt that placement must be made at a level at which immediate success is possible.

Adult education programs are funded with both federal and state monies. The federal Adult Education Act provides academic level education only at the basic level and the adult secondary level. Adult secondary programs would be those GED (General Education Development), competency-based education programs, high school credit programs based on the Carnegie unit, and any effort directed toward the completion of the secondary level program.

Connected with this, and first initiated in Illinois, is the program for the educational training of welfare recipients. A close working relationship is maintained with the Illinois Department of Public Aid in identifying eligible recipients throughout the state. In this program some support services are provided as well as basic academic and secondary programs. Some vocational or pre-vocational programs are also offered. Since 1963, in conjunction with the Department of Public Aid, Adult and Continuing Education has been dealing particularly with the educational training of welfare recipients, the majority of whom are women. One of the most difficult aspects is identifying locations for welfare recipients, where they can go to further their education. In fiscal year 1979, 34 or 35 of the 110 programs have programs designed to meet this need. However, in fiscal year 1980 the number of programs increased to 100 programs.

A third program, offered this year on a limited basis, is that of providing

elementary and high school credit programs that would be regularly accepted toward graduation—what are called Americanization classes and GED review classes.

Through legislation, attempt is made to consolidate the operation of all three segments of adult education, so that it will be consistent and equitable throughout the state. If legislation passes, by the end of June work will begin with public schools and community colleges throughout the state in providing academic education —basic and secondary, pre-occupational and pre-vocational—and some support services such as transportation, child care programs, etc. If this consolidation bill goes through, there will then be approximately 110 programs reimbursed by the Adult Education and Continuing Education section throughout the state. This means 110 programs, not 110 different locations. Several of these are multi-county or multi-district programs which, with the exception of the one operating in the Cook County Jail are operated through the public schools and community colleges. The Chicago Urban Skills Institute, under the Chicago city colleges, for example, is identified as one program but has around 450 different locations throughout the city. The Mattoon program covers eight counties; the Cairo public school program covers three counties.

The concern of the Adult and Continuing Education Section is the general population at the high school level or below—but we are concerned with minorities, the handicapped, men, and women. And this would include the displaced homemaker. Attempt is made through counseling and interview to determine the objectives of the individual and then to provide those services that can help in achieving those objectives. If the objective is to enter or re-enter the work world, then that is the objective. Academic and vocational training should go hand in hand, complementing one another. Unfortunately, programs have not all been able to incorporate this concept. One of the programs does have what is called a "school within a school" concept attempting to provide this comprehensive approach. Participants are able to choose from eight different areas, such as nurses aid programs, auto mechanics, electronics, woodworking, and welding. The academic teachers have no classroom; they are assigned to work in the area where the vocational classes are held and base their academic program on the needs of that pre-vocational area.

Two of the programs are getting into the area of competency-based education and the issuance of credit toward a high school diploma based upon criteria other than the typical Carnegie unit. Progress in this direction has been slow, partially by design. In these two programs the staff has designed its own modules for teaching the competency-based programs, and each is subject to standards set by its own board of education. Also, some programs have been for some time taking into consideration life skills and work experiences in determining completion of high school requirements. A statewide curriculum or module design has not been developed; however, it has been discussed with administrators and teachers. This is a difficult project, however, because each local board of education must determine or approve any means by which academic credits are awarded.

Some local programs have developed special recruitment projects aimed at identifying potential recipients. This is partly accomplished by checks on registrants with the county Departments of Public Aid, by knocking on doors, and contacting case workers. Attempt is made to locate those in need of services and make them aware of available services. There is also a section of the Comprehensive Annual Services Plan which the Department of Public Aid administers under the Title XX of the Social Rehabilitative Services Act that is called information and referral, which is available to the general population.

In summary, these are the programs for which the Adult and Continuing Education section is responsible, as well as the administering of the GED testing program. Last year, this section served approximately 205,000 individuals involved in adult education programs. Roughly 25 percent of these individuals are under the age of twenty-one. The majority of these programs do have counseling staffs available. Many of them are counselors in the community colleges and public schools, and they deal with career awareness and career opportunities. One of the objectives of counseling is assisting the individual to become self-sufficient and, therefore, job opportunities and job placement are of concern.

Displaced Homemakers certainly comprise a section of the clientele to be served by the Adult and Continuing Education Section of the Department of Adult, Vocational and Technical Education in the Illinois Office of Education. For the best information on these services and programs in a given area of the state, write for a copy of the directory to this address:

Adult and Continuing Education Section
Department of Adult, Vocational and Technical Education
Illinois Office of Education
Springfield, IL 62777

Alan Kamhi

CETA Interagency Coordinator
Bureau of Social Services

Self Support Operations

Functions and Responsibilities

Provide for the coordination of all local, state, and federal manpower and training programs available to public aid recipients in pursuance of the overall goal of maximum client self support and financial independence.

Accomplishments–1978

Over 16,300 AFDC recipients entered employment through the Work Incentive Program during fiscal year 1978, a significant increase from the previous year. WIN activity resulted in 6,953 case cancellations and over 5,800 grant reductions, with a total annualized welfare savings of over $23 million.

In its first full year of operation, the General Assistance Job Placement Unit placed nearly 1,700 clients in jobs. The unit's total activities resulted in just under 3,700 GA case cancellations and welfare savings of over $4 million per year.

During 1978, the Illinois CETA Program, with a budget of nearly $500 million, played a major role in the self support system for recipients, serving nearly 25,000 AFDC and other public assistance clients. In previous years most recipients in CETA were served in training programs, but in 1978, the numbers of welfare clients in Public Service Employment jobs increased 35 percent.

The Bureau of Self Support and the Illinois Office of Education jointly administered the provision of Adult Education and Vocational Training to recipients at thirty-four sites state-wide in 1978 by serving 8,000 clients in Basic Education and High School Equivalency Programs, and nearly 17,000 participated in post secondary education. Approximately 39 pereent more clients participated than had done so the previous year.

The Child Care Services Unit increased the number of its service agreements with child care facilities to 707 during 1978 thus allowing for more comprehensive availability of child care for working recipients and for those in education and training programs.

On July 1, 1978, the Bureau of Self Support, with CETA funding, began a pilot Welfare Reform Demonstration Project in the southern region of Cook County and in seven downstate counties. Recipients in these areas are interviewed and assessed to determine employability and are then referred and provided with comprehensive services to enable them to become employed. Results will be analyzed to determine new ways to best direct able-bodied recipients toward self support and to determine positive approaches to governmental moves toward welfare reform.

Goals–1979

Over 17,000 WIN registrants will enter some type of employment, producing a total annualized welfare savings of over $26 million.

The GA Job Placement Unit hopes to place 2,500 clients directly into jobs and account for over 4,000 case cancellations.

The linkages between Public Aid and CETA will be further improved and strengthened, especially since new federal regulations mandate more intense CETA concentration on low income, disadvantaged, and welfare individuals.

A longitudinal study of clients in education and training programs will be continued to measure program effectiveness, and an additional 2,000 persons will be served through a $1.2 million grant for provision of social services to Indo-Chinese Refugees.

A child care services authorization form will be created and implemented, and the Child Care Statement Form will be revised.

The Welfare Reform Demonstration Project will intensify efforts at determining the most effective means of delivering employment services, and then delivering those services to as many clients as possible.

CETA/DPA Interagency Coordination Project

Since July 1977, the Illinois Department of Public Aid, with funding through a governor's 4 percent grant administered by GOMHD, has conducted an interagency coordination project in downstate Illinois (outside Cook County) with a general goal of increased and more successful welfare client participation in the CETA program. Through on-site visits, prime sponsor statistics on participant characteristics were analyzed to determine where the most attention was needed to improve CETA services to welfare clients.

As an informational tool for CETA, a "Handbook on Statistics on the Employability of AFDC Adults" was developed and distributed to all downstate prime sponsors and program agents, and to all downstate DPA offices. The concentration solely on factors relating to employability and the comparative geographic format made this document unique, and it was enthusiastically received by all who came into contact with it.

The CETA/DPA management information system (or lack of it in some areas) was perhaps the most serious problem uncovered early. The CETA/DPA PSE cross match project was conducted in selected prime sponsor areas to determine the levels of incorrectly identified DPA recipients in CETA. The results were conclusive and were used to advocate better identification and information exchange procedures in prime sponsor areas and in balance of state. By the end of 1978, at least six prime sponsors had initiated improved MIS procedures with the Department of Public Aid.

One of the primary functions of the coordination effort was an informational source for CETA programs and DPA county offices. Periodic dissemination of information on topics such as (1) numbers of AFDC youth, ages 16–19 in each county; (2) the SPEDY program; and (3) the YEDP

program, allowed local offices to "keep up" on CETA/DPA developments.

The Interagency Coordination Project has been an integral part of CETA/DPA interaction in the past two years. That great strides were made toward the goal of improved CETA service to welfare clients is evidenced by the fact that in FY '78, downstate prime sponsors served 38 percent more AFDC individuals in public service employment programs than they had in FY '77.

On April 17, 1979, the U.S. Department of Labor, Employment and Training Administration in Chicago sent a letter to all Illinois CETA prime sponsors on the subject of implementation of programs and activities for displaced homemakers. The purpose of the letter was to provide CETA prime sponsors with preliminary information concerning programs and activities for displaced homemakers to be implemented pursuant to the Comprehensive Employment and Training Act Amendments of 1978.

As enacted by the 95th Congress, the CETA reauthorization (a) specifically identifies displaced homemakers as persons who face particular labor market disadvantages; (b) requires that special emphasis be given in filling public service jobs founded under Titles II and VI of the Act to eligible displaced homemakers; and (c) authorizes the funding of a national demonstration program to provide displaced homemakers with employment opportunities, appropriate training, and other services.

Priority of Service: CETA priority for participation in all displaced homemaker activities is to be given to displaced homemakers who are most in need of services by virtue of age, education, training, household support obligations, and employability. All demonstration projects conducted with funds by both prime sponsors and other groups will therefore accord such priority to eligible displaced homemakers who face barriers to employment because of loss of income support and absence from the work force for a substantial period of time.

To the extent feasible, therefore, within the total eligible displaced homemaker population, priority should be given to those individuals who have been out of the labor force for ten years or more and/or are over forty years of age. Prime sponsors should be flexible in establishing such priorities, consistent with the needs and composition of the total displaced homemaker population in their area.

Some of the initial activities that the Department of Labor encouraged prime sponsors to pursue were:

1. Planning estimates and other information concerning the needs, and characteristics of displaced homemakers in particular geographic areas obtained by prime sponsors from local groups who are part of the Displaced Homemakers Network.

2. Outreach and information services, including information on available educational opportunities.

3. Develop cooperative relationships with local ES, WIN, and other resources to identify the size and needs of the local displaced homemaker population.

4. Prime sponsors should also be aware that, in addition to utilizing regular WIN funds for services to WIN registrants scheduled to be terminated from AFDC benefits, special WIN initiatives for this target group may be undertaken before the end of FY 1979. Prime sponsor coordination with existing WIN projects is therefore encouraged.

The Department of Public Aid via its Interagency Coordination Project has indicated its willingness to assist prime sponsors by:

1. Provision of statistics on the numbers of AFDC recipients in the prime sponsor area who would meet the definition of displaced homemaker, i.e., determination of the size of the eligible population.

2. Identification of those recipients and outreach efforts to inform them of this new CETA initiative. Examples:

   a. A mailing similar to the recently completed Summer Youth Employment outreach project.

   b. A staff release to DPA caseworkers, instructing them to identify eligible clients and refer them to CETA.

3. Liaison with the WIN program in coordinating services to displaced homemakers who are current AFDC recipients and are registered with WIN.

Conclusion

What DPA is doing now:

1. We are currently in the process of developing statistical data on the number of AFDC mothers in each county who meet the CETA definition of displaced homemakers.

2. I have met with the WIN Program State-wide Manager to plan strategies for assisting displaced homemakers.

3. We can, if requested, do mailings to all clients so identified to inform them of CETA and other services available to them under the displaced homemaker initiative.

NOTE: Of the twenty Illinois prime sponsors contacted, as of today, only about six have responded to my letter. Perhaps some gentle prodding on the local level may encourage more primes to participate and avail themselves of the services and assistance the Department of Public Aid can provide.

Ada Mostcovy

Illinois Job Service

The Illinois Employment Service has been providing service to women since its inception in 1899, when the agency was known as the Illinois Free Employment Service. Although service to women was not specified, the influx of women, especially during World War I and immigration that followed, forced the employment service to provide service of a sort to women. Largely this was merely a matter of finding a job and making a referral. In 1933 with the passage of the Wagner Peyser Act which established the United States Employment Service, the requirement that counseling be provided to veterans, women, and juniors was introduced. With a growing sophistication and emergence of counseling techniques and tools, a more thorough exploration and assessment of abilities, interests, and occupations began to take place. Much of the emphasis on counseling during this period until after World War II was on veterans and youth, rather than on women returning to the labor market. In recent years the growing awareness of the needs of women became more and more apparent until it culminated in many special programs for women of which the displaced homemaker, as a population group with special needs, was an important component. The concept of a holistic approach to meet the many needs, i.e., employment counseling, occupational exploration, training or retraining, personal counseling, and support, has emerged as more and more women, especially those entering or reentering the labor market after they have reared their families, or because of the increases of single parenthood. Just referral for a job has become inadequate.

The mandate of the Job Service is to provide placement to all job seekers of legal age. This involves making the best match of an individual's experience, training and interests with employer specifications. For the eight months of FY 1979, that is through the end of May of this year, 168,241 women registered with the local offices and outposts. Of these 15,748 were forty-five to fifty-four; 9,013, fifty-five to sixty-four; and 2,078, sixty-five and over. In all 98,860 females were placed on jobs. Again in the same age breakdown, 5,089 were forty-five to fifty-four; 2,659, fifty-five to sixty-four; and 801, over sixty-five. These placements ranged from placement in professional, clerical, sales, factory, and service jobs. The majority were in traditional jobs, but many were in non-traditional jobs and fields such as mining, engineering, truck driving, apprenticeships for crafts and skilled work. A concerted, though not always successful effort has been made to develop job openings in non-traditional jobs. The women themselves have not always been willing to try new fields; they prefer the conventional ones.

In recognition of these growing numbers of women seeking employment—often uncertain of what they wanted or could do, how to look for a job, and how to present themselves

—the Job Service introduced a program for women as an integral part of its program for special applicant groups. Basically this activity, which was not specially funded, followed the pattern of service offered any of the members of the special applicant groups. This included registration, employment counseling, job referral, and (where needed) individualized job development.

At the same time, all sexist references in job titles listed in the *Dictionary of Occupational Titles* were eliminated. This made the staff aware of equal opportunity for women. Through the Employer Visiting Program this idea was carried to the employer community.

The May 1979 edition of the Employment and Training Administration Interchange published by the U.S. Department of Labor carries a story that U.S. DOL Bureau of Apprenticeship (BAT) has set as its goal that "at least 25 percent of all persons entering apprenticeship in skilled trades be women by 1980." This may have a direct impact on the Job Service and other agencies' counseling and job development.

Counseling in the Job Service is defined as a process whereby the applicant is assisted:

—to evaluate present and/or potential qualifications for employment,

—relate these qualifications to job requirements and employment opportunities,

—assist the applicant to make employment choices, adjustment or changes,

—assist the applicant in taking the first steps toward employment or toward employability.

Job Service does not, nor can it, provide long-term counseling. If more extensive counseling is needed, the Job Service must depend upon and make referrals to other resources. It is imperative that there be cooperative relationships between the Job Service and other agencies. On the other hand, the employment service through its extensive Employer Visiting Program, does have listings of job orders and these are available to all of the offices through the newly installed statewide Job Bank. Ready-to-work applicants can be referred to the local Job Service offices for job referral.

The General Aptitude Test Battery (GATB) utilized by the Job Service is a counseling tool measuring basic aptitudes and potential for broad areas of work. This may also be reinforced by an Interest Check List. The GATB like the Specific Aptitude Test Batteries (SATB) and proficiency tests have been validated or revalidated to assure that they are culture free. The SATB's are used for selection and referral to specific job openings including training and apprenticeships. Only DOL approved tests are used in counseling. Test results may, with the approval of the applicant, be reported to schools and agencies in general terms.

The Job Service has developed cooperative financial and nonfinancial agreements with CETA Prime Sponsors to provide employment counseling and special job development, on the job training, and placement for eligible CETA clients and trainees.

Job Service refers eligible applicants to CETA facilities for training and supportive services. Cooperative agreements have been developed between secondary schools and community colleges as well as other public and private agencies. Suppressed job bank listings where the employer is not identified are provided to schools for both occupational information and as a potential resource for placement. In some instances local office staff is assigned on a regularly scheduled basis to schools and agencies.

The job to be done in serving displaced homemakers is a very large and complicated one which can be accomplished only through the full utilization of existing and emerging agencies, total community resources, and the establishment of firm and realistic cooperative relationships among agencies concerned with this population.

Panel

on Displaced Homemaker Center Activities

ANNE RODGERS, Director, Displaced Homemaker Center
William Rainey Harper College, Palatine

The program at Harper College began on May 15, 1978, and was funded by the Cook County Office of Manpower—CETA funds. The aim was to help women move from a state of dependency to independence. This transition from home to work, often abrupt and imposed upon the participants rather than chosen, is a difficult one. The process was emphasized in all aspects of the experience.

This program was structured, comprehensive, and extended three weeks. The day was a simulated work day with the participants arriving at 9:00 A.M., having a fifteen-minute morning break, a forty-five-minute lunch, a brief afternoon break and finishing at 3:30 P.M. This imposed daily structure has been very beneficial for the women as they prepare to enter full-time employment. Each three-week program was referred to as a cycle; the cycles were sequential. A maximum of thirty participants per cycle could be accommodated.

The designated daily structure began with a personal growth group in the morning led by a professional counselor. A great deal of support and rapport developed within these small groups. The primary outcome was confidence building.

Following the personal growth group was a seminar. The seminar topics included decision-making, assertiveness training, time management, and legal information. Speakers were brought in for the financial and legal discussions.

In the afternoon, activities were directed toward career exploration. The career guidance specialist worked from the general to the specific over the three-week period. Career options were explored, skills assessed, interview role-playing was experienced, and resumes were written by the participants. The instructor helped them with the process of a career search.

The last hour of the day was individualized. The women could see one of the counselors for personal counseling, either of the placement specialists, practice their typing in the Harper typing lab, meet with the psychometrist for test interpretation, or use any of the many college resources. If they did not have an appointment or a task, they continued to work with the career guidance specialist for that last hour.

Placement specialists interacted with the participants to learn of their career interests and then contacted employers in the community. They worked diligently with the women to place them in jobs which would be appropriate, meaningful, and challenging. The placement efforts were quite successful, as 77 percent of the "graduates" were placed.

Prior to the start of each cycle, an orientation day was held to further explain the program, answer questions, and do vocational interest testing. A follow-up seminar two weeks after the end of a cycle was conducted for those participants who had not found employment as of that date. At that seminar problems they had en-

countered in their job search were discussed. Helpful suggestions were offered and new job opportunities were shared by the placement specialists.

JOYCE WEBB, Member of Women's Center Board
Carbondale

The Women's Center Displaced Homemaker Program in Carbondale was designed to establish a rural model. Carbondale is a center of a large rural area serving four counties: Franklin, Williamson, Jefferson, and Jackson. This center serves a very different population than perhaps most displaced homemakers centers will be serving.

The Carbondale Center is likely to be dealing with people whose annual income is under $4,000 and who have to travel a long distance to find a job or to get to a displaced homemaker program, in an area where there is absolutely no public transportation. The staff is very oriented to the idea of providing training for people and seeking training money. Emphasis is placed on helping women find jobs in areas such as mining where they can earn more than the $1.50 an hour plus tips that they would make working as a waitress at Denny's; however, jobs for women in the mines are limited. One woman went through a welding program at the Southern Illinois University School of Technical Careers and is now making over $20,000 a year.

Many of the women that the director and two counselors in the Carbondale center are dealing with have multiple crises on their hands. The fact that this is a Women's Center program means there is a lot of linking back and forth. The Women's Center has provided emergency shelter for women for some seven years. A woman may come to the Women's Center because she is "out"—she has no place to live, she has kids. She may then also be referred to the Displaced Homemaker Program.

The age of people served presents some problems. First of all, there is nothing unusual about a thirty-year-old woman who has been married for fifteen years in southern Illinois. As Rosemary Hawkes, director of the Displaced Homemaker Program said in reporting to the board recently, when she talks to area employers about older women, they say they would love to have them—you know twenty-six, twenty-seven, or twenty-eight. In discussing with them maturity and the fact that this woman is going to be more reliable does not make up to them the fact they are going to have to pay more benefits. A good example is a woman whose husband decided to leave after thirty years of marriage. He left a wife with a chronic physical problem, who had a bachelor's degree, who had already planned to go on and get a master's degree, but the University department denied her admittance because they didn't want people that old in their program since they wanted a lot of good statistics to come out of their graduates. She also lost her home and is living in very reduced circumstances, working part-time. She lost a few other things: the pension plan to which 8 or 9 percent of the family's gross income had contributed for years and years was gone for her. Hospitalization, crucial because of her health problems, was gone. The medical plan, for someone suffering for twenty-four years from chronic rheumatoid arthritis, was gone for her. She is having to pay herself, out of a very limited income, into a county Blue Cross plan. Her standard of living is permanently gone for her. What is going to happen to her when she reaches retirement age is anybody's guess. This woman was not CETA eligible, by the way, because there was no way she could qualify right away because her husband's income still would have counted.

The Carbondale Center counselors go out into the counties and run support groups in the surrounding areas. This activity requires a great deal of time.

The center also utilizes volunteers because it is the philosophy of the Women's Center to help women help themselves—it is a volunteer organization, not a public agency. Therefore, a woman in Benton will have someone to call who is a volunteer in the Displaced Homemaker Program who can get her started getting to a support group or something like that.

Doing job development in southern Illinois is a frustrating experience because most of the effort goes into developing people into minimum-wage jobs. Higher level employment is scarce. For the Carbondale Center the word is "Training." It is desirable to

be able to send women to John A. Logan Community College and put them in the truck-driving program in the summer that runs for six weeks. They can come out of that program and drive the truck for the mines making enough money to feed their children; they're not going to make it working in an office in southern Illinois.

There is constant struggle with these problems, with hoping there will be training money, with hoping eventually such programs can serve anyone that needs them—that there won't be the arbitrary guidelines such as "age forty" when a woman has been married twenty years at age thirty-five and has children to support.

Also participating in the panel: Mrs. Jacqueline Seals, widow, mother of eleven children, over fifty-five, black. Went through the program of the center. Pre-employment skills workshops, skills refresher classes, the MOVE group and is presently placed in a coder clerk's position at the Advertising Checking Bureau of Chicago. And, Mrs. Rita Ascencio, divorced, mother of ten children, over forty, caucasian. Went through all of the programs of the center. She is presently in the MOVE group and is setting up her own job interviews.

CAROL R. WHITE, Coordinator
Project New Start, Chicago Displaced Homemakers Center

The Chicago Displaced Homemakers Center has been in operation a year, as of May 15, 1979. It was named *Project New Start* to give the center a more positive image and to give clients new hope for the future.

The funding is being provided from three sources: The governor's Office of Manpower and Human Development, the Chicago mayor's Office of Manpower, and the Illinois Office of Education's Department of Adult, Vocational and Technical Education.

Profile of Clients. There have been about 400 women who have been a part of this program, and accurate data on client characteristics has been recorded. It would reflect as follows:

Sex:	Women (no men have applied)
Average age:	49 (or 30 to 64)
Ethnic origin:	Black/White/Hispanic/Asian
Family status:	Widowed/Divorced/Spouse disabled or retired
Educational status:	High school graduate/or dropout/or some college
Dependents at home:	0 up to 6
Previous work experience:	None or a few years
Number of years working in the home:	10 years to 32 years
Economic status:	Living off savings/or on Public Assistance
Vocational training:	None or very little
Job placement:	Primarily entry-level positions in hospitals, department stores, banks or insurance companies
Career goals:	To stay on job long enough to go to school under company tuition reimbursement plan. Then work way up career ladder in present or similar company.

Program Design. A typical client going through this program would participate in several different components over a period of one to three months or until placed in a job.

Here is Mrs. B as she makes her initial entry into Project New Start:

– A phone call of inquiry is made by client in response to an article in the career section of a metropolitan Sunday newspaper.

– An appointment is set up for her to talk to a counselor in person or by telephone. Screening for eligibility is done at this time.

– The client is registered for and attends the next monthly pre-employment skills workshop series. The topics covered in the six day-long workshop sessions deal primarily with building self-confidence, assertiveness training, skills assessment, job search techniques, career and education resources, and practical tips on how to go through a successful job interview with videotaping of mock interviews.

– If the client desires it, vocational tests may be administered at this time. These would include Holland's Self-Directed Search and Kuder's Occupational Interest Survey.

– Assessment is made by the staff and the client as to her readiness to be placed in a job. If she desires to become employed, she works individually with the placement counselor who then schedules job interviews for her.

– For those who need skills training, opportunities are offered for classes sponsored through the community college adult/continuing education programs. Many classes are set up for displaced homemakers only and are offered at suitable times during the day. The classes run 800 minutes total, per course.

– Many clients who have completed the pre-employment skills workshop series, may still not have the confidence to go into a job. The next step is to enroll in the MOVE group (More Opportunities for Valuable Employment) run by the employment liaison staff person. In this group, there is concentrated emphasis focused upon job placement: correctly filling out the job application, how to dress for the interview, what to say to the interviewer, the first day on the new job, office politics, and time and money management. Peer support is important at this point.

– After placement, the client is followed up by telephone contacts, visits to the center or individual counseling sessions, if needed.

– If Mrs. B is not ready for job placement because of divorce proceedings, child care problems, or other individual circumstances, she may still be in contact with the counselors at the center and let them know what her needs are.

Community workshops are presented to city and suburban residents who need career guidance and strategies on job seeking. These are usually held in local libraries, women's centers, and community service centers. Many displaced homemakers are reached through these presentations. Future plans include greater outreach into more urban neighborhoods through community participation in workshops.

Margaret Cowden

Executive Director
Illinois Commission on the Status of Women

Since Peg Blaser, former Women's Advocate for the State of Illinois, was unable to be here today, I agreed to fill in for her and close this conference with some remarks on the future directions of the displaced homemaker program.

Although my title is Executive Director for the Illinois Commission on the Status of Women, when questioned by someone earlier today about my role, my reply was "I guess I'm den mother." Perhaps you will understand my meaning after I tell you a bit more about my work and involvement in this area. I used to be a historian, so I would like to give you a tiny bit of historical perspective on the commission—what we went through getting legislation started and passed, and our interest in the displaced homemaker. Our commission is a legislative commission; we investigate what needs to be done for the people of the state and then we introduce laws which will meet these needs. We have two offices; one is here in Springfield at 612 South 2nd. The displaced homemaker program is very close to my heart, my mind, and my political being. If you need any help, please call on us; we're there to help.

About three years ago, Tish Sommers and Laurie Shields, who had been on the road first in California and then through a good many other states, met in Chicago with status of women commissioners and staff. After much discussion of the problem and hearing what was being done legislatively for the displaced homemaker in California and Maryland, for instance, it was agreed that we would begin a concerted effort toward the passage of a bill here in Illinois and funding to support the needed activities. This initial group brought in others and soon a network was formed. We were able to bring about the bill for a displaced homemakers center, but we did not succeed in obtaining the funding. However, our network kept expanding and we were determined to somehow locate funding for at least one year of a successful program. To capsulize the subsequent events, we worked and lobbied—sometimes day and night; we traveled around the state; some of us became commuters between Chicago, Springfield, and our home towns. We wanted funding and were determined to get it. This process is not always easy, not always pleasant. But fortunately we're a very aggressive, very noisy bunch of females who were willing to holler and fight.

We were aware that the displaced homemaker has a very real and serious problem. Scratch beneath the surface of those here today, for instance, and you might find many very close to being displaced homemakers, if they are not already. It can happen to anyone. If you are working with displaced homemakers, you know that it's difficult and it's sad for many and that sometimes they come to you not even realizing they have a problem and that help is available.

For the future, what I see or hope to see is this. First, there are many

people, both male and female feminists, here in Springfield and throughout the state who recognize the problems of the displaced homemaker and the need to provide assistance and support. We, all of us, want this program to grow; we want the network to grow. The participants of this conference, you people here today, *must* become a part of this network. You must make the displaced homemaker program come about. In order to do this, you must keep behind the money problem. In politics, anything can happen. Sharon Sharp said earlier today that the governor's bill will probably make it; she's 98 percent sure. From experience I can tell you that you can never be sure. I've gone home thinking I had everything wrapped up, I was 99.9 percent sure, only to find in the morning that a deal had been made overnight and my expectations had evaporated. It's necessary that you keep working and fighting until it's a reality. That is why many key people are not here today—Peg Blaser, Representative Susan Catania — they are working right now trying to get needed legislation. It may sound a bit harsh, but the bottom line in this state is "Keep the women off the relief roles." This is what the legislators want to hear; they want to hear that the displaced homemakers are being trained and placed in employment positions. Success stories, proof of a program's viability, are absolutely essential. Show that existing community facilities are being used, show that they are being used well and effectively. Know by means of your network what is happening throughout the country, especially in California and Maryland which are a bit ahead of Illinois. Programs such as this are having trouble in some states; there seems to be a backlash developing for some of the women's programs. Your network must be aware and alert to all that happens in these areas.

I want to see a coalition formed, to see you working together. Five years ago in this state we started working on the problem of domestic violence; two years ago we dreamed of a coalition. We now have such a coalition on domestic violence, with its main office here in Springfield. In numbers there *will* be strength, so get it together . . . and Good Luck.

Appendix

Neglected Women: The Educational Needs of Displaced Homemakers, Single Mothers, and Older Women

A Report of the National Advisory Council on Women's Educational Programs

Profile of the Displaced Homemaker and Her Educational Needs

The homemaker who is forced back into the labor market faces an array of educational, economic, social, and psychological problems. The "displaced homemaker" is a woman in her middle years (generally thirty-five to sixty-four) who has been deprived of her traditional role by the loss of her spouse through separation, divorce, abandonment, or death.

The Problem

The typical displaced homemaker finds herself suddenly alone, without her sopuse's support which had been her only financial resource for twenty to thirty years. She has neither significant financial estate nor personal resources. Often she is left with a mortgage and communal debts. She must struggle with these pressures without the marketable skills, experience, or credentials she requires to gain meaningful employment.

The census does not identify displaced homemakers as a group, but it does show 3,164,000 widows and 2,435,000 divorced women in the thirty-five to sixty-four age group. Since 1968 the number of households headed by women has grown ten times faster than the number of traditional two-adult families has grown.

Without training, it is almost impossible for the displaced homemaker to support herself and her family. The woman's lack of marketable skills and job readiness leaves her unprepared to surmount the barriers to entry into the labor force.

She may not qualify for government benefiits because she does not fit the categories of women who are eligible for assistance. She is too young to receive old age benefits. Since she performed only unpaid labor in the home, she cannot apply for unemployment compensation. She may not qualify for welfare because her children are too old. She may not qualify for Social Security benefits because she is divorced from the wage earner.

Thus the displaced homemaker suddenly becomes destitute. Her whole world crumbles. Her desperation becomes panic when she feels she has no place to turn for help. Legal problems, debt reduction, banking, insurance, and a myriad of other concerns formerly handled by the departed spouse compound her difficulties. Often she does not understand how to handle these problems because she had never had to deal with them before. She may not even know when the mortgage or insurance payments are due, or how much debt she owes. The sheltered position that characterized her role as homemaker and mother now leaves her without resources to find the worthwhile work she needs to support herself.

Programs do exist to assist displaced homemakers. Colleges and other community agencies have the capacity to reeducate and retrain these women for jobs and careers with growth potential. However, these programs suffer from the following difficulties:

1. The displaced homemaker is unaware of the assistance that is avail-

able and/or unaware of the type of assistance she needs.

2. The agencies that could offer the services generally have no outreach program for displaced homemakers and no plan for serving their special requirements.

3. Tuition aid, where available, is often inadequate.

Efforts at a solution

The council hearings and research vividly demonstrate significant and growing concern for the plight of displaced homemakers. Long-range changes are essential in primary, secondary, and postsecondary career counseling to stop channeling girls and women into careers that lead eventually to displaced homemaker status.

More than 200[1] displaced homemakers from twenty-seven states testified that programs are being initiated to address the plight of this large group of neglected women.

Investigative and lobbying efforts have been launched in more than twenty-five states. In California, Tish Sommers, chairperson of the Older Women's Rights Committee of the National Organization of Women, helped develop legislation leading to creation of the first Displaced Homemaker Center on the campus of Mills College.

At the federal level, Rep. Yvonne Burke of California and Sen. Birch Bayh of Indiana were early backers of displaced homemaker legislation. Several bills have been introduced into the Congress since 1975.

In 1978, Sen. Alan Cranston of California introduced amendments to the Comprehensive Employment and Training Act (CETA), Title III. These amendments would provide funds for programs to assists displaced homemakers with counseling, training, job search, and job placement services.

The CETA amendments proposal for short-term training was based on the Oakland Center's first-year report which states that more than 1,000 women received counseling but only fifty-four were placed in jobs. The average age of the Center's clients is fifty-two. A few of the many possible job opportunities for displaced homemakers are listed in the report:

Care of mentally retarded or developmentally disabled children;

Attendant care for handicapped persons;

Home/health care for the elderly;

Assistance at halfway houses for people returning to the community from mental hospitals;

Assistance in nursing homes and residential care homes for the elderly.

During its second year of operation, the Oakland Center also found work for its clients as airport limousine chauffeurs, cooks at senior citizens dining centers, and receptionists for public services agencies.

Veteran advocates of equity for adult women in vocational education and training, however, believe that short-term training for low-paying, temporary jobs is not the answer. Anita Kremen, chairperson of the San Fernando Valley American Association of University Women, testified "the displaced homemaker legislation needs to include work experience and job guarantees" as well as "better information on labor market conditions."

Directors of Work Incentive (WIN) programs in Oregon, Nebraska, and New Jersey testified that clerical and retail sales training offers opportunities for advancement. Representatives of the Urban League's CETA program for minority women in Houston stated that displaced homemakers in urban areas must be afforded educational opportunities that encourage personal and skills growth. They urged a partnership with growth industries.

The adoption of a comprehensive, systematic approach to the counseling needs of adult women who are reentering the labor market was urged by Mary Ganikos and Julia Davidson of the American Personnel and Guidance Association. Key elements of their proposal include the following:

Federal assistance programs should be expanded to provide in-service training of professional counselors, guidance personnel, and faculty to insure their competence in working with new and improved student assistance programs designed to keep special student populations, including displaced homemakers, single parents, and older women within the educational systems;

Federal guidelines for student financial assistance should be revised to reflect greater sensitivity to the needs of part-time and nontraditional students;

Educational Information Centers established under the Higher Education Act of 1976 should be used to consolidate programs and services into an accessible single agency designed to mobilize resources of community, state, and federal governments that impact on education;

Guidance and counseling should be fully recognized within the national educational policy and administrative structures as major social instruments capable of improving the quality of life for many persons, stimulating lifelong learning, facilitating human development, and rehabilitating those on the margin of American educational and occupational opportunities.

Creative counseling, educational, and other approaches to the dilemma of displaced homemakers are being developed by a variety of pioneering educational and human service agencies. Some ideas being advanced include the following:

Preference on civil service applications for displaced homemakers similar to the veterans' preference.

Development of special counseling and placement offices for adult women, including displaced homemakers, in local public assistance agencies and food stamp centers.

Development of additional regulations to insure that educational programs administered by federal agencies are in compliance with Title IX.[2] Testimony noted that few programs funded by the U.S. Department of Labor under the Comprehensive Employment and Training Act (CETA) meet Title IX standards, even when subcontracted to local educational units.

Other programs already in operation are listed below:

The Eugene, Oregon, Displaced Homemakers Program, located at the University of Oregon's Gerontology Center, has a $100,000 budget for a two-year demonstration program. According to Director Hazel Foss, the program provided educational, legal, and mental health counseling to over 200 women in its first few months of operation. One of its most successful outreach techniques is a low-cost ad-

[1]Testimony, comments, and inquiries also were received from 132 agencies, organizations, local school districts, and postsecondary educational institutions.

[2]Nancy J. Balles, *Title IX: The Unenforced Law: Title IX Activity by Federal Agencies Other Than HEW* (Washington, DC: National Advisory Council on Women's Educational Programs, January 1978).

vertisement that appears daily in the local newspaper. The center also acts as an educational broker, referring women to a network of other community agencies and organizations for training.

The center works closely with the Women's Awareness Center of Lane Community College which offers a unique Industrial Orientation Program. The Program provides "hands-on" career exploration for adult women who want training in drafting, blueprint reading, construction, mechanics, electronics, machine repair, welding, or woodworking. The Displaced Homemaker Center's staff has also established links with local manpower training agencies. The Oregon Women's Commission and its local group in Eugene have made considerable progress in monitoring the local apprenticeship recruitment and placement council's activities for sex equity.

Maryland women's organizations have formed coalitions to assure that urban and rural women have better access to nonsexist vocational testing and counseling. The state's vocational equity specialist, Marie Tarbell, told about installation of thirteen vocational skills assessment labs throughout the state. These will assist women seeking information about career choices and will be helpful to the four single parents hired by Catonsville Community College under Title I of CETA to provide educational counseling to other single parents in their county.

The Maryland demonstration program, funded with a two-year legislative grant, offers outreach and referral services throughout the state through a private group, New Directions for Women. The Baltimore headquarters served more than 400 women during its first year of operation. According to Director Cynthia Morano, 90 percent of the clients had incomes less than $6,000 per year. Each woman's skills and aptitudes are appraised. Then each receives short-term training and rapid referral, when appropriate, to other educational sites including manpower skills centers, on-the-job training programs, vocational rehabilitation services, and colleges.

Kay Elledge, director of the Center for Continuing Education for Women at Brevard Community College in Florida, reported that their center's CETA Title I program, Work Opportunities for Women (WOW) is a year-long educational and counseling program for older women. The program trains women for work in nontraditional skills areas including bricklaying and welding. The placement and survival record is 60 percent.

The downtown campus of Miami-Dade Community College has funded a displaced homemaker program that offers both peer and professional group counseling. Bilingual staff members have effectively served Hispanic women through neighborhood outreach.

The Omaha YWCA displaced homemaker program is funded by a two-year legislative demonstration grant administered by the state's commissioner of education. The program has expanded the model of counseling and job development used in a previous job-readiness project for low-income women.

Tompkins-Courtland College in New York State counsels, tests, and places women in occupational training which includes actual work experience. Participation leads to placement in private businesses, according to Program Director Sandra Rubaii. CETA helps to fund this program.

Vocational and technical schools in Illinois and Wisconsin have developed intensive media campaigns to inform displaced homemakers of testing, training, and placement opportunities available in well-paying technical fields.

Staff members in New Jersey's Employment Service Offices have been trained to place women in skilled trades apprenticeships and training programs offered by growth industries and unions.

Under terms of recently enacted legislation, Cuyahoga Community College district in Cleveland, Ohio, is tailoring a displaced homemaker program to the needs of the inner-city woman. It will provide vocational, educational, and personal counseling, and programs to develop skills and credentials for entering the labor force.

Senior Citizen Centers, YWCAs, and Salvation Army organizations are learning to share job training information through a clearinghouse formed by the Women's Resource Center of Grand Rapids, Michigan. A Ford Foundation grant provided the initial funds for the center which is now partially funded by the United Way and five colleges.

Case Histories as told by Displaced Homemakers

1. Trudy is a forty-six-year-old, lean, tense, chain-smoker. She has four children, all in prep schools or college. As a child, she was the pampered favorite of her physician father. She had one year of "finishing" school in New York. After her marriage in 1953, she worked part time in the fashion department of a department store to help her husband get his law degree. He practiced real estate law. His company owned everything they possessed: the house, cars, boat, and country club membership. Trudy's four-bedroom home in an elegant suburban neighborhood was kept tidy by the three-days-a-week maid. Extra helpers took care of the yard and garden.

Trudy was totally ignorant of the reality of the marketplace and of family law, and her marriage was falling apart. She tried alcohol, sleeping pills, and even yoga to forget her husband's infidelity. Her husband asked her for a divorce on an average of once a week, but she did not think he meant it. On his forty-fifth birthday he announced that he was going to the Dominican Republic. She did not believe him and therefore did not challenge him. She had already made plans to visit her ailing mother in Ohio and play in a bridge tournament in a nearby town.

Returning home from the trip she found the house completely empty except for her clothes and a few personal items. The phone and utilities had been shut off and a "For Sale" sign was posted in the front yard. Trudy could not believe it. She quickly called her husband's office and was told he was away.

During the next month she went through a crash course in reality orientation—self-taught. Her husband had canceled all the credit cards and insurance. She had only thirteen dollars in her checking account. Former lovers, friends, and acquaintances now ignored her or advised her to "find another man."

Her husband's partner offered her $5,000 in cash if she would quietly leave town. If she chose to fight, he said, there would be nothing. Bewildered but believing, she accepted the $5,000 and left, only later realizing the legal mistakes she had made.

She took a $350 course to learn bartending, but was turned down in job interviews for lack of experience. She now works part time as a receptionist for a doctor. She shares an apartment with two other women. She wants a full-time job but is afraid she is too old to learn new skills. She is brushing up on her typing at night at a vocational technical school. She told her interviewer, "Help me help myself. I don't want to be a burden to society."

2. Sue, forty-eight, is an artistic, shy, sensitive, easily embarrassed small town woman who married two weeks after graduating from high school. Her husband did not want her to work so she became a good cook and seamstress. Over the years she did all she could to help her husband advance in his job.

They moved frequently as he advanced in his company. She never questioned how much he made, saved, or spent. He traveled away from home in his work and they drifted apart.

Two weeks after her daughter's graduation Sue's husband called her from Cleveland to say that he was not coming back. He wanted a divorce. She could have the house.

Devastated, Sue cried her way through a long weekend. A call to the lawyer and subsequent checks with the bank and her husband's employer revealed that he had quit his job, sold his car, cleared out their joint bank account, signed forged notes on their house, and disappeared.

Sue did not know where to turn. She lacked child support and the residency requirements for welfare. She could not sell the house without her husband's signature. At the state employment service the questionnaires were baffling and frustrating. She could not type and had no recent job experience. She did not know how much money she would need to make ends meet. She leased the house for a year and used the proceeds to cover the notes and mortgage. She sold a pint of blood at the hospital for $25. She answered ads in the newspapers for jobs. She tried unsuccessfully to sell her four-year-old Volkswagen. She sold most of the furniture and rented a room downtown. New bills and problems developed daily.

Sue called seventeen agencies before she was referred to a displaced homemaker center. The program director helped her prepare a skills resume based on her abilities and volunteer experiences. A call to the city's manpower placement office led to her first short-term job as a cook's aide for a "Meals on Wheels" (federally funded) program at the minimum wage.

Sue now takes courses in office skills for human services personnel under a CETA program. Her goal is an associate degree within three years.

A vocational testing and interest inventory indicates that she could be trained to do several semi-professional jobs that would lead to long-term employment. But as a part-time student she does not qualify for financial aid and she lacks collateral for an educational loan. At present she is limited to low-paying, precarious, public service jobs. She is worried. The waiting and uncertainty of job searches has been depressing, time consuming, and expensive.

3. Ava, forty-four and black, quit school after eighth grade. In 1977 she received a general equivalency diploma. She has three boys, sixteen, fourteen, and thriteen. Last year, two weeks after she had a hysterectomy, her husband left her. Sometimes she gets child support, but twice he has threatened to take the boys away from her because of her inability to handle money. Ava is angry and afraid at the same time.

Ava heard an announcement about CETA on the radio. She checked at the state employment office but found long lines and overworked staff. Ava applied to be a nurse's aide but learned that the only available jobs were on the night shift. She applied for food stamps but was told that she would lose them if she participates in a CETA or Work-Incentive (WIN) program. She is on welfare but does not like the case worker, calling her "a snob who thinks that I should be content to get a deadend job." Ava was threatened with the loss of welfare payments because she was given a thirteen-year-old car by friends who were moving away.

Ava does not know how to fight the system. She has been trying to decide whether to apply for a part-time job and enter the local vocational-technical school's nurse's aide program. Ava has visited or called more than a dozen agencies but never received complete answers.

Ava wonders, "Why me? I never hurt anyone. I want to work; I don't want welfare, but nobody wants me. My boys are good, but paper routes and shoeshines don't buy a 'good life.' "

4. Eileen, fifty-four, weighs 210 pounds, and stands five feet, one inch. She is the mother of five children, ninteen to thirty-six years of age, all living away from home. Eileen married her childhood sweetheart after the eleventh grade, and bore her first child eleven months later. She has lived all her adult life in a South Baltimore neighborhood of Italian and Irish Americans. Her life previously was centered around her husband, children, and church. She never worked outside the home, cannot drive a car, and has no experience in money management.

Eileen's husband never discussed how much they owned or owed. He worked all his adult life as an assembler for the same company. When his plant closed in 1975, he lost all his pension rights at fifty-two. In desperation he took a job as a helper for a small neighborhood roofing contractor. Within three months he died. There were virtually no insurance benefits.

Eileen's neighbors tried to help her but she drove them away in outbursts of temper for real or imagined slights. Her steady weight gain and inability to see the need to sell her three-bedroom house to make ends meet created additional problems. Eileen had thought that it was paid for. It was not, and there was no mortgage insurance. She tried to postpone selling the house in hopes that she could make ends meet by babysitting, but little children and babies got on her nerves. The mortgage on the house was foreclosed. Eileen moved from one daughter's home to another over the next eighteen months.

Finally, her third daughter urged her to go to Baltimore's active manpower skills center for vocational testing and career counseling. Two weeks later she was enrolled in an eighteen-week on-the-job training program. She is earning while learning. Her morale has improved. Eileen is on a diet and has begun to make plans for renting a small rent-subsidized apartment of her own near her old neighborhood. One son has started to teach her to drive.

Eileen is on her way. She still faces problems, but the displaced homemaker center provides monthly group support meetings. The center will help her begin to establish credit and to solve her social, legal, and economic problems.

5. Lee is a thirty-nine-year-old Vietnamese war bride with two children. Her black husband was in the Army. A bad temper and alcohol earned him a dishonorable discharge. He was unable to hold a job or stay sober long. Now he is in jail on a thirty-year term for armed robbery. Sometimes he wants to see her, sometimes he tells her to stay away. She is hurt and confused.

She had a nice apartment when he was in the service but she was unable to afford it after his arrest. She has sold most of their possessions at his insistence to pay the lawyer's fees.

Lee now lives with a cousin but will have to move soon. The one-bedroom apartment is too crowded for the six people in it. The cousin cannot afford to help her much longer, and has told her to find another man.

Her lack of English skills limits her severely. She worked as a nursemaid for a retarded child for three months but was fired for taking inadequate telephone messages. In Vietnam she had approximately six years of schooling. Lee wants to go to school but all she knows how to do is to care for children or be a night club waitress. When she went to talk to "the man at the vocational school," he recommended that she try to become a beautician. He told her that training would cost $650. She says he shrugged his shoulders when she asked about a scholarship.

Lee is angry that no one will help her find work. She does not want handouts. She does not want to go back to Vietnam. She has been in the United States eight years. She thinks the military service or the courts should help her.